1 July 1970

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT   :   Inspector General's Survey of the Office
                     of Basic and Geographic Intelligence

1.   I wish to express my gratification regarding the
Inspector General's over-all evaluation of the Office of Basic
and Geographic Intelligence (OBGI).   The Survey confirms my
assessment by stating that OBGI "is well managed and that it
enjoys an enviable reputation in the Agency and the intelligence
community for the professional quality of its products and
services".

2.   Before commenting on the recommendations in the
Survey, I must note with concern one serious omission.   Much
is made of the physical facilities, locational environment,
working conditions, and isolation of the Map Library Division.
In fact, these are identified as "the principal problem" of the
Map Library Division.   I agree with this judgment.   Nevertheless,
the Survey explicitly states, "We have no recommendation to
make on this point".   I have reviewed this situation and find that
there is no reason for the Map Library to remain at its present
location and that there are overriding reasons for it to move.
Therefore, I have requested the Deputy Director for Support
to find more suitable quarters for the Map Library Division.
I also solicit your support in facilitating this move.

3. I was surprised to find that this Survey makes many
more recommendations than any I have seen since becoming
DDI. The OBGI Survey contains 27 numbered recommendations
many of which propose multiple actions, while those for ████
DCS, and OCI--all with many more people and larger budgets,
with more dispersed components or more pressing responsi-
bilities--had only 10, 8, and 5 recommendations respectively.
Because of the large number of recommendations and my desire
to limit the length of this memorandum, I have decided to comment
only on those recommendations which I feel should not be imple-
mented as stated. I have refrained from discussing those with
which I concur even though I may not agree with the Survey's
description of deficiencies or the current state of affairs. An
attempt to set the record straight would, I believe, detract
from the generally constructive aspects of these recommendations.

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4. I concur in Recommendation No. 1 and the Director,
OBGI is taking steps to implement it.

5. The Survey notes the fact that the average age of the
professionals in the Editorial Division is increasing and that
an infusion of some new talent is due. It then recommends
(No. 2):

> "That the Deputy Director for Intelligence assign
> each year one or two of his capable officers to the
> Editorial Division for a two-year tour of duty."

I recognize that the Editorial Division needs an infusion of
younger qualified officers and will implement this recommenda-
tion by assigning junior officers on two-year rotational tours
as vacancies occur in the Editorial Division and as qualified
professionals can be made available.

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6. After reporting that two senior analysts and a secretary in the Military Branch of the Editorial Division have been working only on geographic memoranda, the Survey recommends (No. 3):

> "That the Director, Basic and Geographic Intelligence, insure that the aforementioned three individuals be assigned a significant amount of NIS work or that they be transferred back to the Geography Division."

The Director, OBGI has decided to leave these three individuals in the Editorial Division and to assign them tasks for the NIS Program in addition to those for the Geography Division.

7. The Director, OBGI will implement Recommendation No. 4 concerning visits to nationally-known encyclopedia publishing firms.

8. The Survey identified the poor quality of DIA contributions to the NIS as a very serious problem and recommends (No. 5):

> "That the Director, Basic and Geographic Intelligence, after speaking with the DIA representative, initiate a policy of having the Editorial Division return to the originator for revision those contributions which do not measure up to NIS standards."

9. I agree that substandard NIS contributions are a serious problem. The Director, OBGI assures me that a policy of returning such contributions has tended to be counterproductive. Experience has shown that much time is spent in determining that a contribution is deficient, in convincing the contributor in detail about what is wrong with the contribution, and in re-editing the second try which may not be any better than the first. The only

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remedy he can suggest is to impress the head of the component
making the contribution that good analysts must be assigned
to the task and that supervisors should take full responsibility
for the review and over-all quality of the contribution. Instead
of establishing the policy recommended in the Survey, I have
instructed the Director, OBGI to discuss this matter with the
NIS coordinator from DIA. If the Director, OBGI feels that he
has not been able to improve the situation this way, I will discuss
the matter with the Director of DIA.

10. Recommendations 6 through 9 deal with the dissolu-
tion of the Publication Division and the allocation of its personnel
and functions. With the pending reduction of 12 NIS slots in
OBGI, there is a need to consolidate the two Divisions primarily
devoted to the production of the NIS. Accordingly with my
approval, the Director, OBGI has consolidated the three branches
of the Publication Division and attached it to the Editorial Division
as the Production Services Branch. We rejected certain of the
specific aspects of the Survey's recommendations as inappropriate
under the present circumstances:

     a. The Survey recommends the abolition of the
Review Branch and the merging of its personnel into
the Editorial Division. We are moving toward the time
when all NIS contributions are submitted in machine
format for the EPIC system, and we expect that 80
percent of the work in the Review Branch will be related
to proofing and verifying EPIC tapes so that they can
be fed to the computer. Because this routine review
of the tapes is different from the more substantive
editorial process, it would be inappropriate to combine
these two functions.

     b. The Survey recommends the transfer of the
Graphics Support Branch to the Cartography Division.
Although we agree that the type of work done in the two
components is similar, several facts argue against this

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recommendation. The Graphics Support Branch is an integral part of the NIS production process and should be in continuous contact with the rest of the NIS production components. These components are now all located in the Magazine Building while the Cartography Division is located at Headquarters. It seems more sensible to us for the people doing layouts and graphics exclusively for the NIS to continue to be located with the rest of the NIS production units and supervised by the same individual, the Chief of the Editorial Division. If the Graphics Support Branch were to be subordinated to the Cartography Division, it would be separated either from the Chief of the Cartography Division or from the rest of the NIS production components.

11. Although the Survey comments on the "inordinate amount of time" involved in the production of the NIS, it does take note of the improvements that have been made over the past few years. On the basis of its review of the NIS coordination process, the Survey recommends (No. 10):

"That the Director, Basic and Geographic Intelligence, as Chairman of the NIS Committee, propose to the Committee that detailed reviews of NIS manuscripts be completed at an earlier stage in the coordination process in the interests of further reducing the through-put time."

12. A formal proposal along these lines was made to the NIS Committee by its Chairman more than a year ago, well before the IG started his Survey of OBGI. There are two reasons why this has not been implemented. First, the other members of the NIS Committee were reluctant to coordinate on the substantive content of a NIS until editing has been completed. Because

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I appreciate their position on this matter, I would not insist on implementing the Survey's recommendation. Second, a difficult practical obstacle would have to be overcome before the proposal could work effectively--contributions would have to be completed and delivered to the field and other agencies according to a tight schedule. We have not yet found the solution to the problem of meeting these complex schedules. Although Recommendation No. 10 cannot be implemented as stated, the Director, OBGI will continue to search for ways to reduce the length of time involved in the production of the NIS.

13. The paragraphs in the Survey leading up to Recommendation No. 11 appear to reflect an understanding of the fundamental changes in the NIS Program now under way. However, the recommendation itself reflects some misconceptions about the difference in purposes of the NIS and finished intelligence produced by OER and OCI, the needs and problems of the principal NIS users, and the nature of the editorial process. I will discuss each element of this recommendation separately:

a. Incorporate appropriate OCI and OER studies in the NIS: I have no objection to this as an idea; however, I doubt that many such studies would be appropriate for inclusion in the NIS and that much, if any, NIS time would be saved. Under current circumstances and without any reference to the NIS Program, we could disseminate these studies to any NIS user who has a need to know and proper clearances and storage facilities. We have not done much of this because these criteria are seldom met. Because many OER and OCI reports carry highly restrictive classifications, most overseas NIS users would have difficulty getting access to and storing these documents. Most NIS users are interested in basic intelligence for military planning and orientation, while much of the product of OER and OCI are most specialized, less comprehensive responses tailored to the needs of policy makers.

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b. _Arrange for DIA and others to review for publication the Basic Sections for which they are responsible, phase OBGI out of this work, and reduce the size of the Editorial Division to eight to ten analysts reviewing only General Surveys_: I do not concur with this portion of the recommendation. Last year after a comprehensive survey of NIS users and a detailed review of the production process, I approved a far-reaching plan for consolidating several Basic Sections and for eliminating others. In addition, DIA is making a critical examination of the more specialized sections of the NIS it produces with the objectives of eliminating several of these, consolidating others, and issuing more of the detailed information in ADP form. All of these steps are likely to accomplish what appears to be the objective of this recommendation, the reduction of OBGI's processing effort as well as CIA's printing costs. Because we have just started implementing this plan and because it will take some time to effect it, I am very reluctant to impose yet another set of changes on the NIS Program. I would prefer to let the plan work itself out and then determine whether the Survey's recommendation or other changes should be imposed.

14. Recommendations 12 through 18 deal with the organization and management of the Cartography Division. The Survey notes that I approved a two-phased reorganization of the Division which will take care of some of the conditions which these recommendations are intended to remedy. In this sense, many of these recommendations pertain to an organization and practices which no longer exist. Specifically, Recommendation No. 12 proposes the periodic rotation of compilers in order to broaden their area expertise and increase flexibility in workloads. The Director, OBGI informs me that rotation has been a standing policy for many years. He also notes that the new organization which eliminates the regional branches will facilitate the rotation of compilers among geographic areas.

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15. Recommendation No. 13 proposes that the personnel in the former All-Source and Technical Support Branches be redeployed into two new branches: a Graphics Support Branch for producing non-map graphics and a Cartographic Research Branch for producing maps. The new organization has a Cartographic Research Branch where academically trained geographic and cartographic specialists perform basic carto- graphic research for the production of base and thematic maps. Their product is a manuscript map and specifications which are processed by highly skilled draftsmen for multiple-color reproduction. The other new branch, now called the Current Intelligence Branch, concentrates exclusively on the processing of current intelligence graphics of all types. Although some of the output of this branch will include geographic presentations as well as a wide variety of non-locational graphics, its major focus will be on illustrations that are keyed to specific printed texts or oral briefings and require the skills of the artist rather than the cartographer. In this sense I believe that the new organization is consistent with the intent of the recommendation. However, it will not conform to the Survey's narrative leading up to the recommendation which states that the "people currently producing maps for current intelligence" should be transferred to the Cartographic Research Branch. Nor will this new organization include the Graphics Support Branch of the Publica- tion Division for the reason stated in paragraph 10. b. above.

16. The Survey takes note of the chronic overtime problem in the Cartography Division and makes a three-part recommendation for reducing it (Recommendation No. 14):

  a. Develop a more effective system for identifying job priorities and matching workloads to Division capabilities: In effect, this suggests that the Director, OBGI should establish a way of identifying requests that should be turned down. Past efforts along these lines have not been successful. Overtime in Cartography was

one of the first management problems I tried to solve when I became DDI. Studies of the problem convinced me that few if any of the requests could be denied. Moreover, the trend has been to increase the use of graphics in finished intelligence. The consumers demand it, and I have encouraged it because graphics help convey the intelligence message succinctly. In order to reduce overtime I have requested additional positions in my budget proposals for the last few years, but for various reasons these requests have fallen victim to successive budget cuts. Until more resources can be put on this task, I foresee little hope of reducing overtime significantly.

b. <u>Consider adjusting the internal distribution of workload by transferring one or two positions from the regional branches to the drafting section</u>: The Survey has identified an imbalance between compilers and draftsmen; however, the specific solution recommended is no longer appropriate. Two compilation positions have been used to absorb cuts in the T/O for FY 1970 and 1971; furthermore, one or more compilers will probably be assigned to implement Recommendation No. 18. On the other hand, the Director, OBGI informs me that two new draftsmen are now in training and a third is in process; this should go a long way toward correcting the imbalance and reducing the overtime.

c. <u>Grant compensatory time in lieu of payment for overtime to the maximum extent</u>: The Director, OBGI will encourage the use of compensatory time, but because the employee has the option of taking compensatory leave in lieu of payment, I do not expect a significant increase in the use of compensatory time. HR 20-291 states an employee "may be granted compensatory time off in lieu of overtime pay <u>if he requests it</u>..." Only on rare occasions have individuals requested compensatory time off.

17. The Director, OBGI will implement Recommendation No. 15 that he "direct the Chief, Cartography Division, to examine the map filing practices of the Division with a view to reducing the number of points where the same map is filed". It should be noted, however, that the Survey is in error concerning the extent of multiple filing. Furthermore, some duplication is necessary, but this will be kept to a minimum.

18. The Director, OBGI is in the process of implementing Recommendations 16 and 17 dealing with the issuance of instructions and statements on policy and regulations.

19. Although the Survey does "endorse the approach the Division has taken toward the development of its automapping capability", it makes a two-part recommendation to accelerate an increased capability in the Automap Project and to do more long-range planning in this area.

 a. Recommendation No. 18a urges that a special effort be made "by reassignment of personnel, to complete the development of a second data bank at the earliest practicable date". The Director, OBGI points out that additional personnel cannot be used effectively for this purpose until new equipment is delivered later this year. He has been planning to assign additional personnel from the Cartographic Research Branch to assist in the completion of the World Data Bank II. This would be the earliest practicable time.

 b. Recommendation No. 18b proposes that a review of the Automapping program be initiated "with a view to ensuring that adequate plans are being made for the most effective expansion of its capabilities, and that the right number and kinds of personnel will be available to exploit and manage this capability satisfactorily". Obviously, both the Director, OBGI and I concur in the

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concepts that plans be adequate, that the project be properly staffed, and that a capability be exploited and managed satisfactorily.

20. Recommendation No. 19 dealing with procedures for review and coordination of memoranda and reports will be implemented.

21. Recommendation No. 20 proposes that the Director, OBGI, after consulting with the Director of Security, "direct that the intelligence products of the Geography Division reflect their authorship". This is a matter which concerns all finished intelligence produced in this Directorate and not only that of OBGI. Similar proposals have been made during the past two decades and have been turned down for a variety of reasons other than security. I am aware of the fact that authorship is generally identified by the DDS&T, and I have done so under some circumstances. Unless you wish me to review this matter again, I intend to instruct the Director, OBGI to ignore this recommendation.

22. In an extensive discussion of attitudes concerning geographic research, the Survey argues that some analysts find the Intelligence Map Program (IMP) boring and that "because of the concentration on the IMP, the Division's location away from headquarters, and the tendency to discourage other geographic research, fewer people in the Agency now recognize and appreciate the potential value of geographic intelligence. " ... "We cannot help but feel that OBGI easily and legitimately could accommodate the professional needs of its analysts and the requirements of customers by taking on more research projects and slowing down the pace of the IMP a bit. " Specifically, Recommendation No. 21 proposes that the Director, OBGI:

    a. Slow down the pace of the IMP schedule.

    b. Insure that each geographer in the USSR and Far East Branches be assigned a research project other than the IMP periodically.

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c. Insist that self-initiated projects be encouraged.

d. Arrange to have one of his senior geographers participate in meetings of the CIB Panel.

23. Since the beginning of the program, the IMP schedule has repeatedly been extended to accommodate other more important geographic research or to absorb cuts in personnel. We will continue to delay the schedule to meet the needs of geographic intelligence. With respect to parts b. and c., the problem is really one of judgment concerning the usefulness and pertinence of the research projects suggested by analysts. Although the Director, OBGI believes that more self-initiated project work would please the analysts, neither he nor I will approve such research merely to satisfy the "professional needs" of the geographer. We will continue to insist that such projects be of sufficient intelligence interest and pertinence to warrant spending Agency resources on them. Nevertheless, I believe somewhat more self-initiated geographer intelligence research may be worthwhile. For this reason the Director, OBGI will encourage suggestions for such research although all should realize he will reject those suggestions which have little or no bearing on the needs of the intelligence consumer. With respect to part d., we tried this about a year and a half ago and reached the conclusion that the number of instances where meaningful contributions could be made was so few that regular attendance was not justified. Furthermore, I believe that increases in the size of the CIB Panel tend to slow down and complicate its urgent work.

24. The Director, OBGI will implement Recommendation No. 22.

25. In the discussion leading up to Recommendation No. 23, the Survey enumerates several employee complaints concerning parking, renovation of the office, office maintenance,

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and employee services. Although there is no question that
more should be done to solve these problems, neither I nor
the Director, OBGI believe that this is sufficient justification
for establishing a new position of Deputy Chief of the Map Library
Division. In fact, the Director, OBGI feels that this would
create a situation where two men would be assigned to what is
essentially a one-man job. Obviously, most of these problems
would be taken care of if the Division were relocated to more
appropriate quarters. In the meantime, the Division Chief has
taken several specific steps to remedy these complaints including
better utilization of parking facilities, better arrangements for
coffee, a movie program, and new procedures for follow-up
on maintenance requests, for vacancy notices, and for emergency
evacuation. In addition, the Division and Branch Chiefs are taking
a new look at career development within the Division. Because
I believe that these steps should accomplish the basic objectives
of the recommendation without the additional costs of another
senior position, I do not plan to implement Recommendation No. 23.

26. In its discussion of the ███████████████████   25X1C4a
the Survey found "certain features" of the Program disturbing.
It gives only one example--"we found no evidence of a formal
requirements and requirements validation program"--and
observes that the Information Requirements Staff (IRS) of this
Directorate is not involved in the process. As a consequence
the Survey recommends (No. 24) that I direct the IRS to survey:

"a. Agency and community requirements for
foreign produced maps and mapping publications.

25X1C4a   "b. The usefulness of the products acquired by
the ████████████████████ and the extent to which
those products are reflected in U.S. Government produced
maps.

"c. The validity of the process by which foreign
map collection requirements are generated and the need
for a more formal map collection requirements program."

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27. In reply to my request for comments on these recommendations, the Chief, IRS stated that neither his Staff nor the standard requirements process would have much to offer the map collection program. He also feels that the massive survey recommended in a. above would accomplish little and would be very costly. As to b. above, I note that the Survey presents no criticism whatever of the adequacy of the material collected nor the services rendered by the Program to either the CIA components or other customers. In fact, during the recent ████████████████ exercises, most of the prime customers of the Program wrote letters of strong support and against reducing the number of ████████████████████ Because of the large number of items collected by the Program and because of the variety of users involved, it would be very difficult to determine "the extent to which those products are reflected in U.S. Government produced maps". Almost one hundred thousand items are collected a year. The Program is a service of common concern to organizations within and outside the intelligence community for which others contribute about two-thirds the cost. These various organizations use the materials in a wide variety of ways. They must have the materials on hand and cannot wait until the need arises to levy requirements which often take considerable time to satisfy. As to c. above, after having reviewed the process for levying collection requirements for maps with the assistance of the Chief, IRS and Director, OBGI, I believe the current system is adequate and there is no need to establish a more formal map collection requirements program.

28. The Director, OBGI has taken steps to implement or will implement Recommendations 25, 26, and 27.

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/s/ R. J. Smith

R. J. SMITH
Deputy Director for Intelligence

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